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ABSTRACT

This report summarizes innovations being developed in seven special adult basic education (ABE) projects: the Washington, D.C. ABE Demonstration Center; Opportunities Industrialization Center pupil recruitment and Adult Armchair Education projects in Philadelphia; Laborers' International Union participation in ABE in Columbus, Ohio; Southwest Cooperative Educational Laboratory televised English instruction in New Mexico for functionally illiterate, transient Mexican Americans; training in adult guidance and counseling by the University of Texas; job related ABE learning centers in Arkansas; and the Morehead State University (Kentucky) ABE demonstration project for the 13 state Appalachia region. Project elements of national significance are identified, and the project settings are described to enable potential users to judge whether they can use paraprofessionals, computer assisted instruction, or other specific innovations. A framework for project review is offered, followed by conclusions and recommendations on classification, project initiation, supervision, information dissemination, implementation of innovations, reporting, and evaluation. (Author/LY)

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ANALYSIS OF SEVEN SPECIAL PROJECTS IN ADULT BASIC EDUCATION

TEMPO

69TMP-80

GENERAL ELECTRIC COMPANY—TEMPO
CENTER FOR ADVANCED STUDIES
WASHINGTON, D.C.

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Final Report

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69TMP - 80

TEMPO
General Electric Company
Washington, D. C.

November, 1969

The research reported herein was performed pursuant to a contract with the Office of Education, U.S. Department of Health, Education, and Welfare. Contractors undertaking such projects under Government sponsorship are encouraged to express freely their professional judgment in the conduct of the project. Points of view or opinions stated do not, therefore, necessarily represent official Office of Education position or policy.

U.S. DEPARTMENT OF
HEALTH, EDUCATION, AND WELFARE

Office of Education

Bureau of Adult, Vocational and Library Programs

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PREFACE

This is a report on work completed by the General Electric Company - TEMPO under contract OEC-0-9-099007-4581 (010) for the Office of Education, U.S. Department of Health, Education and Welfare. This contract was carried out between July and November, 1969. Project staff included Dr. Ernest Mosbaek, who was responsible for directing the field survey and the collection of information. Dr. Mosbaek was assisted by Dr. Joseph Harrison and Judith Pyles of the TEMPO staff. Dr. Alan Knox, Professor of Adult Education at Teachers College of Columbia University, served as consultant throughout the study. The writing and preparation of the final report was completed under the supervision of Dr. Thomas White. Dr. Barbara Gordon served as consultant in this phase of the study.

Cooperation and assistance from the OE staff, project directors and staff, and pupils in Adult Basic Education greatly facilitated TEMPO's effort in completing this study.

ERIC ABSTRACT

SUMMARY OF SEVEN SPECIAL PROJECTS IN ADULT BASIC EDUCATION

Suggested Retrival Terms

Adult Basic Education
Evaluation
Innovation

Suggested Identifiers

Adult Basic Education Act of 1966
(Title III, Section 309b, P. L. 89-750)

ABSTRACT

This report is a summary of innovations being developed in seven special projects on Adult Basic Education. The focus of the research on which this report is based was to identify elements of these projects which are of national significance. Innovations and demonstrations are identified and reviewed for the benefit of persons in programs across the nation who would like to consider adopting some of the techniques.

The seven special projects examined were Washington, D.C. - ABE Demonstration Center; Philadelphia, Pennsylvania-OIC Pupil Recruitment and Adult Armchair Education; Columbus, Ohio - Labor Union Participation in ABE; Albuquerque, New Mexico - SWCEL Program in ABE for Mexican-Americans; Austin, Texas - Guidance and Counseling; Fayetteville, Arkansas - Learning Centers and Morehead, Kentucky - Appalachian Adult Basic Education Demonstration Center.

SUMMARY

Special projects in Adult Basic Education (ABE) are producing results in line with the basic objective--to develop and demonstrate innovative methods, systems, material, and programs in ABE. Many of the special projects have a large "action component" which serves as a laboratory for development work and, at the same time, provides assistance to many disadvantaged adults during the life of the special project. There is growing evidence that ABE is an essential part of many programs for the disadvantaged. However, to ensure that ABE becomes more effective further development work is necessary; it also is important to continue the search for ways to improve the program of special projects.

This report identifies elements in seven special projects which are of national significance and in Chapter II describes the project setting in sufficient detail to enable a potential user to determine whether he can utilize specific innovations.

The significant elements are described in Chapter III in the context of two general categories. Under the category of "Materials and Methods Which Can Be Utilized Elsewhere" are (1) method for recruiting ABE students, (2) curriculum and class-material for a ten week orientation program for students, (3) set of half-hour TV programs on ESL, (4) workshop on ESL for teachers of Spanish-speaking persons, (5) forty-six minute TV program on ESL instruction, (6) Information from Center on Mexican American Education and

(7) series of ten lessons on guidance and counseling for teachers. Under the category "Demonstration of Concepts Which Can Be Utilized Elsewhere" are (1) coordination between public schools and other organizations to provide ABE, (2) working relationships with local universities, (3) training and use of paraprofessionals, (4) organizational plan and management scheme, (5) labor union as a delivery organization, (6) pilot centers for guidance and counseling on ABE, (7) establishing and expanding ABE in selected regions and (8) cooperative industry-ABE special project approach to a state problem.

Chapter IV proposes a framework for reviewing and classifying ABE special projects.

Conclusions and recommendations are included in Chapter V. Among the conclusions and recommendations presented is a discussion on the need for more emphasis on the development of better measures for evaluation. Appendix A presents an illustrative approach to evaluation.

CHAPTER I

ABE SPECIAL PROJECTS AND TEMPO STUDY OBJECTIVES

The Federal Government became involved in Adult Basic Education (ABE) when, in the latter part of fiscal year 1965, funds were provided to the Office of Economic Opportunity for a basic education program. The program was administered by the U.S. Office of Education. In 1966 this program was made a part of Title III of the Elementary and Secondary Education Act. It was given the formal title of the Adult Education Act of 1966.

Federal funding for Adult Basic Education has increased approximately 2.4 times since 1965; in 1969 the total authorization was $45,000,000. Eighty to ninety percent of this funding is allocated directly to the states. In addition to a base allotment of $100,000, each state also receives an allocation based on the number of persons aged twenty-five or older who have a fifth grade education or less.[1]

The remaining ten to twenty percent of the funds is utilized for teacher and other personnel training[2] and special projects.[3] For fiscal year 1969, this amount was $9,000,000. This document summarizes the findings of a TEMPO study concerned with the special innovative projects (Section 309b). The allocations for these projects, which began in 1967, are as follows:

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[1] Allocation based on number of such persons as reported in the U.S. Census of 1960.

[2] Section 309c Adult Education Act 1966.

[3] Section 309b Adult Education Act 1966.

FISCAL YEAR	309b ALLOCATIONS
1967	$1,520,000
1968	6,550,000
1969	7,000,000

Ten special projects were funded in FY 1967; presently twenty-eight such projects are funded and five other projects are operating under extended contracts. The Adult Education Act indicates that these projects must:

1 involve the use of innovative methods, systems, materials or programs which ... may have national significance or be of special value in promoting effectiveness under this Title or,

2 involve programs of adult education carried out in cooperation with other Federal, federally assisted, State or local programs which the Commissioner determines have unusual promise in promoting a comprehensive or coordinated approach to the problems of persons with basic educational deficiencies.

This TEMPO study involved an analysis of seven of the special projects funded to date (June 1969). It focused on identifying the major elements in these seven projects and providing sufficient descriptive details to enable personnel in ABE throughout the country to determine whether or not these innovative programs and materials could be utilized in their own programs. The seven projects, which were selected to be representative of a wide range of innovations, are:

1. Washington, D.C., Adult Education Demonstration Center's Special Project in ABE.
2. Philadelphia, Pennsylvania, OIC Special Project.
3. Columbus, Ohio, Laborers' International Union ABE Special Project.

4. Albuquerque, N.M., Southwestern Cooperative Educational Laboratory's Special Project on ABE for Illiterate Spanish-Surnamed Adults.

5. Austin, Texas, University of Texas ABE Special Project on Guidance and Counseling.

6. Morehead, Kentucky, ABE Special Project for 13-State Appalachia Region.

7. Fayetteville, Arkansas, ABE Special Project on Job Orientated ABE.

The specific TEMPO study objectives were to:

1. Identify elements of special projects that are successful and are of national significance.

2. Describe results and the project setting in sufficient detail so a potential user can evaluate how the element(s) would help him better satisfy the need for ABE in his locality.

3. Summarize projects for Congressional review and consideration in future funding.

4. Provide recommendations to USOE on potential improvements in the program of special projects.

IDENTIFICATION OF ELEMENTS OF SUCCESS AND NATIONAL SIGNIFICANCE

To meet the requirements of the first objective, each project was subjected to three criteria. First, the element had to hold promise of being successful and practical in the programs in which it could be replicated. "Success" was defined as being better than what is currently being used, and " practical" was defined as being within the budget and range of staff capabilities of typical ABE programs in the nation. The element was not necessarily considered successful for participants in the special project if it was due primarily to unique circumstances, large expenditures per pupil, or special staff not characteristic of state-supported ABE programs.

Second, the evidence indicating success should have presented an objective and valid appraisal of the element. In some cases, information was not complete and a somewhat arbitrary judgment had to be made. An item was not rejected just because information was scarce, but it was necessary to state reservations in some cases.

Third, the ABE special project had to be judged a good source of information on the identified element (innovation) and the results had to constitute a "fair" test of the innovation. This criterion was established because it seemed unwise to direct potential users to "second-best" information or in some cases, misleading results.

In the process of selecting nationally significant elements in these projects several other factors were considered. For example, if an item was worthy of recognition, it was not ruled out because it was a by-product or a secondary result with respect to original project objectives. If an item appeared to hold more promise than methods currently used it was not ruled out because it was not fully perfected or not ready for commerical exploitation (e.g., a textbook). An item was not ruled out because it was partially developed before the special project started or developed, in part, under a different research effort. In short, elements were selected if they seemed to hold promise for improving the presently operating programs in ABE throughout the nation regardless of the genesis or development process.

DESCRIPTION OF RESULTS FOR THE POTENTIAL USER

The second objective is important in order to avoid encouraging the use of an innovation that was highly successful in the project setting, but might not be successful elsewhere. For example, special project funding permits a fairly high expenditure per pupil in order

to develop an innovation; however, the cost of replicating the technique in action programs cannot be as high if it is to be practical. Consequently, TEMPO endeavored to obtain and analyze cost data for each special project. Besides cost and finances, the environmental conditions surrounding a special project can be quite different from those in action programs across the nation. Again, TEMPO endeavored to describe the project setting so the reader could judge how his situation differs from that in the special project and what effects these differences might have on expected success.

SUMMARIZATION FOR CONGRESSIONAL REVIEW

The third objective in the TEMPO study, explains the role of special projects and what can be expected in terms of successful innovations. This objective is somewhat secondary to the first two because the seven projects were not selected as a cross-section of all projects. However, the summarization of the seven projects can provide insight into what can be expected in the way of long-run benefits from Section 309b funding.

PROVISION OF RECOMMENDATIONS TO USOE

The fourth objective was designed to make maximum use of the observations from TEMPO visits to special projects and to make use of the systematic structure used in carrying out this study. Even though the focus was on identifying significant elements that exist now in seven of the twenty-eight special projects, it seemed desirable to develop at least tentative recommendations for OE in their selection and monitoring of projects.

CHAPTER II

SUMMARIES OF SEVEN SPECIAL PROJECTS

INTRODUCTION

Chapters II and III are planned to meet the objectives of:

1. Describing the project setting in sufficient detail to enable a potential user to evaluate more effectively the applicability of specific significant elements to his ABE program (Chapter II), and
2. Identifying elements of special projects which are of national significance (Chapter III).

One of the special projects' main functions is to provide innovative approaches to ABE. Most of these projects use these innovative approaches in a setting designed to demonstrate their use and success.

The Annual Report of the President's Advisory Council on ABE states that through special projects:

> Adult Basic Education concepts, curriculum, methodology and program administration can be developed and refined. Toward this end, funds expended for the special projects are an investment in the future of Adult Basic Education. In a broader frame of reference, the special projects provide "the cutting edge" of the Adult Basic Education Program.[1]

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[1]Adult Basic Education - Meeting the Challenge of the 1970's. First Annual Report of the National Advisory Committee on Adult Basic Education to the President of the United States and the Secretary of Health, Education and Welfare, August 1968, p. 25.

The descriptions in this report were prepared by TEMPO staff members based upon visits to ABE special projects and reports submitted to the Office of Education by ABE project staffs.

Table 1 gives the reader a brief orientation to each of the seven special projects. The seven projects are listed with the name, address and telephone number of the person to contact for additional information. Also given is the sponsoring organization, the date the project first received special project funding, the type of project, the project objective(s), the project setting, the general type of population being served by the project and the elements of national significance in the projects. The elements of national significance are divided into two categories:

1. Materials and methods which can be utilized elsewhere.
2. Demonstrations of concepts which can be utilized elsewhere.

SUMMARIES

Summaries of the seven special projects will enable the reader to become more familiar with the setting and objectives of these programs. Listed at the end of each summary are the elements of national significance in each project. Descriptions of these elements can be found in Chapter III.

1. ADULT EDUCATION DEMONSTRATION CENTER WASHINGTON, D.C.

This special project is conducted by the Washington, D. C. Public Schools in cooperation with 18 other public agencies currently providing work-training services to the disadvantaged

Table 1. Summary of Characteristics in Seven ABE Special Projects

PROJECT & CONTACT	SPONSORING ORGANIZATION	DATE FUNDED FOR OPERATION	TYPE OF PROJECT	PROJECT OBJECTIVE	PROJECT SETTING	POPULATION APPLICATION	ELEMENTS OF NATIONAL SIGNIFICANCE	
							MATERIALS AND METHODS WHICH CAN BE UTILIZED ELSEWHERE	DEMONSTRATION OF CONCEPTS WHICH CAN BE UTILIZED ELSEWHERE
WASHINGTON, D. C. Contact: Mrs. Mary Turner Project Director Franklin Elementary School 13 & K Streets, N.W. Washington, D.C. 20004 (202) 347-5212	Adult Education Demonstration Center of the Washington, D.C. Public Schools	7/68	Developmental	Provide Comprehensive and job-oriented basic education	Provision of ABE in work-training environment	Urban	-----	Coordination among organizations for presenting ABE: working relationships with local universities
PHILADELPHIA, OIC Contact: Mr. Ronald Howard Project Director Opportunities Industrial Center 1220 N. Broad Street Philadelphia, Pa. 19122 (215) CE6-5400, Exts. 441,442	Opportunities Industrial Center	6/67	Developmental	Develop new methods of recruitment and motivation	ABE sessions conducted in neighborhood environment	Urban	Methodology for recruiting ABE students; ten-week orientation program for new students.	Training and use of paraprofessionals; organization plan and management scheme
COLUMBUS, OHIO Contact: Mr. Albert Chevy Project Director Laborers' International Union 569 E. Long Street Columbus, Ohio 43215 (614) 221-7633	Laborers' International Union	6/67	Demonstration	Upgrade educational level of union members through programmed learning	Provision of ABE in union environment	Urban	-----	Labor union as a delivery system; use of paraprofessionals
SOUTHWESTERN COOPERATIVE EDUCATIONAL LABORATORY (SWCEL) Contact: Dr. James Olivero Director, SWCEL 117 Richmond Drive, N.E. Albuquerque, N.M. 87106 (505) 265-9561	Southwestern Cooperative Education Laboratory	6/67	Developmental	Improve ABE for the disadvantaged Mexican-American	Provision of ABE within framework of broad educational program	Urban/rural Spanish speaking persons	TV programs for ESL; workshop curriculum for teaching ESL; TV program for ESL instruction; Information Center on Mexican-American Education.	Working relationship with area universities; training and use of paraprofessionals
UNIVERSITY OF TEXAS Contact: Mr. Robert Wood Extension Teaching and Field Service Bureau University of Texas Austin, Texas 78712 (512) 471-7335	University of Texas	7/68	Developmental	Strengthen guidance and counseling (G&C) in five state region	ABE (G&C) materials prepared for use in a workshop or inservice environment	Urban and/or rural	Series of ten lessions in G&C area for teacher training.	Pilot centers for G&C 1/
MOREHEAD STATE UNIVERSITY Contact: Mr. George Eyster Director Appalachian Adult Basic Education Center Morehead State University U.P.O. Box 1353 Morehead, Kentucky 40351 (606) 784-4181 Ext. 289	Morehead State University	6/67	Demonstration	Promote ABE in the 13-state Appalachian Region	Provision of ABE within the framework of research and demonstration	Rural	-----	Establishing and expanding ABE in a 13-state area.
UNIVERSITY OF ARKANSAS Contact: Mr. E.T. Shuffield Project Director Division of General Extension University of Arkansas 346 West Avenue Fayetteville, Arkansas 72701 (501) 575-3604	University of Arkansas and State Department of Education	7/68	Demonstration	Provide job-oriented education	Provision of ABE in a state which is changing from an agricultural to an industrial base	Rural	-----	Establishing and expanding ABE in a state; industry-special project cooperation in ABE; management scheme.

1/ Scheduled for coming year of project (1969-70.)

adult. The project is developmental and is actually considerably larger than the ABE program funded under Section 304 of the Adult Education Act.

This project represents a response to the need recognized by agencies carrying out manpower development programs that adults be given basic education before they can be expected to perform adequately in a work training program.

The basic objective of the project is to provide more comprehensive and job-oriented education than is normally found in an ABE program. Although it is basically an action program, the project is valuable as a demonstration of (a) cooperative relationship with other city agencies whereby project staff (Public School System) provides teaching personnel while other agencies provide recruitment and supportive services, and (b) providing ABE in an environment familiar to the pupil instead of the conventional classroom.

ELEMENTS OF NATIONAL SIGNIFICANCE
(described in Chapter III)

Demonstrations of Concepts Which Can Be Utilized Elsewhere

Coordination between Public Schools and Other Organizations in Providing ABE

Working Relationships with Local Universities

2. OIC SPECIAL PROJECT
PHILADELPHIA, PENNSYLVANIA

The Opportunities Industrialization Center (OIC) has been described by its founder, Rev. Dr. Leon Sullivan as "the first massive grass-roots manpower training program in the United

States." It began in 1964 in the main poverty section of Philadelphia, In the first four years of its operation more than 5,000 underemployed or unemployed men and women were placed in Philadelphia industries and many have been trained or are presently in skill training. In addition to this skill training, a feeder program emphasizing prevocational preparation and counseling is utilized at OIC. Therefore, this ABE special project known as Adult Armchair Education (AAE) has had a setting in an organization which had already experienced success with the urban poverty-area population.

This project focuses on both recruitment and motivation. The first emphasis is on locating persons who need further education and urging them to consider some form of education/training. The second part consists of a ten-week program in a neighborhood home designed to provide these persons with an understanding or motivation for an existing program in ABE, GED or other training. The objective is to develop new methods for recruiting persons who would not normally take advantage of educational opportunities, i.e., to reduce the gap between existing programs and the intended population.

The project has been particularly valuable in demonstrating that (a) a designated number of persons from a specified district can be recruited with a systematic recruitment effort, (b) it is possible and desirable to involve a considerable number of paraprofessionals in a recruitment program, and (c) it is possible and desirable to conduct a ten-week special neighborhood program for recruited persons prior to their enrolling in an established education or training program.

The Final Report of the 1968-69 year of operation of this Adult Armchair Education (AAE) project will be availab le through the Philadelphia OIC in the latter part of December 1969.

ELEMENTS OF NATIONAL SIGNIFICANCE

(described in Chapter III)

Materials and Methods Which Can Be Utilized Elsewhere

Methodology for Recruiting ABE Students
Curriculum and Class Materials for a Ten-Week "Orientation Program" for New Students

Demonstrations of Concepts Which Can Be Utilized Elsewhere

Training and Use of Paraprofessionals

Organization Plan and Management Scheme

3. LABORERS' INTERNATIONAL UNION ABE SPECIAL PROJECT COLUMBUS, OHIO

This project is a demonstration of a labor union effort to promote ABE as one means to upgrade the educational level of its members. The International Laborers Union Local Number 423 in Columbus is the sponsoring organization for this ABE special project. The typical union student who enrolled in this program has been described as a "33.2 year old male whose functioning level in reading was comparable to 4.5 grade in elementary school and his functioning level in arithmetic was slightly below 4.4."[2]

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[2]Kramer, Leo Inc. Annual Report on Grant No. OE G-2-7-005084-5084, November 1968, p. 4.

The labor union (a) provides a building for the learning lab and recruits students at no cost to the project, (b) uses project funds to pay for teachers provided by the public school system and (c) hires a consulting firm to provide consultation and project management, also out of project funds. As of August 1969, project staff have begun to develop trade-related classroom materials as well as to train and use union members as paraprofessionals.

The trade-related classroom materials are still in an experimental and developmental form; however, it is planned that they will be in printed form by the end of the project. There is also the possibility that some of these materials will be put on video-tape. Those being developed are in areas such as introduction to concrete, introduction to blueprint reading, word recognition and spelling training which utilizes words related to the trades, and a group of trade-related reading selections designed to stimulate and enhance the adult student's interest in independent reading.

This project demonstrates the possibility and potential advantages of involving a union in an ABE program. It also demonstrates the use of programmed learning as a means of instruction in ABE. The EDL Learning 100 Series has been utilized and supplementary materials such as blueprint reading and word recognition have been or are in the process of being developed.

ELEMENTS OF NATIONAL SIGNIFICANCE

(described in Chapter III)

Demonstrations of Concepts Which Can Be Utilized Elsewhere

Labor Union as a Delivery Organization for ABE

Use of Paraprofessionals

4. SPECIAL PROJECT ON ABE FOR ILLITERATE SPANISH-SURNAMED ADULTS SOUTHWESTERN COOPERATIVE EDUCATIONAL LABORATORY

It is necessary for the reader to be cognizant of the setting for this ABE special project. The sponsoring organization for this project is the Southwestern Cooperative Educational Laboratory (SWCEL) which is one of the Regional Educational Laboratories authorized under Title IV of the Elementary and Secondary Education Act of 1965.

"The long-range goal of SWCEL has been to develop materials and methods for teaching language arts to children of culturally diverse groups. The population focus is on Mexican-Americans and the Navajo and Pueblo Indians."[3]

The focus of this special ABE project is to teach English to the illiterate or functionally illiterate and transitory Mexican-American adult. Due to the large numbers of these adults, traditional ABE classroom methods tend to be ineffective. Therefore, a regional television project is the method selected to reach this population.

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[3]Regional Educational Laboratories, U. S. Department of Health, Education and Welfare, G. P. O., Washington, D. C., Number OE 12030, p. 18.

SWCEL as the main contractor in this project is relying on many subcontractors to provide manpower, materials and facilities to produce the teaching materials, TV films and the teacher education necessary for this program. The various activities in this project will help also to establish a center for Mexican-American education.

Most of the development work in this project has been in the area of English as a Second Language (ESL), although the clearing house and curriculum library currently being developed on ABE go beyond the ESL emphasis. Important in the area of ESL work are two developmental efforts (a) a set of half-hour TV programs being developed at the University of Arizona, and (b) the teacher training workshops being developed in Visalia, California. Many persons have viewed the TV programs and have participated in the workshops.

ELEMENTS OF NATIONAL SIGNIFICANCE

(described in Chapter III)

Materials and Methods Which Can be Utilized Elsewhere

- Set of Half-hour TV Programs on ESL for Spanish Speaking Adults
- Workshops on Teaching ESL to Mexican-Americans
- Forty-six Minute TV Program on ESL Instruction
- Information from Center for Mexican-American Education at SWCEL

Demonstrations of Concepts Which Can Be Utilized Elsewhere

- Training and Use of Paraprofessionals
- Working Relationships with Local Universities

5, SPECIAL PROJECT ON COUNSELING AND GUIDANCE IN ABE UNIVERSITY OF TEXAS

The objectives of this project are stated as (a) to determine the status of guidance and counseling (G&C) in ABE in Region VII and (b) to improve G&C in the area. The project is administered by the University of Texas for a five state southwestern area: Texas, New Mexico, Arkansas, Oklahoma and Louisiana (Region VII). This project has completed one year of operation (as of August, 1969).

The Phase I and Phase II reports available on this project provide information on the status of and expectations for change of guidance and counseling in the area.[4] The results of a survey reported in the Phase II Report indicate the following characteristics of G&C in ABE for Region VII:

(a) There was a lack of trained counselors in the ABE programs

(b) Four of the five states had to utilize part-time personnel in their ABE programs

(c) The high attrition rate in ABE programs probably indicates a need for ABE teaching personnel to be able to use motivational techniques and goal setting which are geared to adults. There is also a large culture gap between teachers and students.

The above findings and others of a similar nature influenced the decision of the staff of the Texas project to emphasize the teacher in the G&C process during the project's first year of operation. Even though the teacher or administrator could not take a counselor's place, he could become more cognizant of the characteristics and needs of his adult students.

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[4]These reports may be valuable for reference for other ABE personnel who are concerned about surveying G&C needs in their areas.

Plans for presenting workshops on "Teacher Awareness" were developed. These workshops will have a pyramidal effect since they were presented to 200 ABE teachers and administrators who will in turn present the concepts and materials to other ABE teachers in the form of inservice education or a five-day workshop. It is anticipated that the 200 workshop participants could reach approximately 3,500 other ABE personnel during the 1969/70 academic year.

The materials and plans for the workshop were prepared by the Southwestern Cooperative Educational Laboratory and are available through the University of Texas. The emphasis of the ten-lesson package is on disadvantaged adults and, therefore, would have wide application to other areas in the U. S. The second edition of this package will be released at the end of December, 1969.

Plans for two pilot centers in each of the five states will be initiated and supervised by the University of Texas during the 1969/70 year. These centers will be part of ongoing ABE programs, but will have a high level of G&C activity.

Plans are also underway to work with counselors presently in ABE or state qualified counselors who have potential for ABE. Five counselors who have been in the ABE program for two years will work in the content area to prepare materials which could be used in workshop or inservice situations with guidance personnel. A Counselor Orientation Program will be held December 5-6, 1969, in Dallas, Texas. In order to determine the counselors' and the teachers' G&C roles in ABE, a series of institutes are planned with a position paper being the probable outcome.

ELEMENTS OF NATIONAL SIGNIFICANCE

(described in Chapter III)

Materials and Methods Which Can Be Utilized Elsewhere

Series of ten lessons for a five-day Workshop or Inservice Training for ABE Administrators and Teachers

Development of Concepts Which Can Be Utilized Elsewhere

Pilot Centers for Guidance & Counseling in ABE Programs

6. ABE SPECIAL PROJECT FOR THIRTEEN STATE APPALACHIA REGION MOREHEAD STATE UNIVERSITY

This project stems from recognition of the wide spectrum of economic and social problems of "Appalachia". Appalachia is a specific area designated by the Appalachia Regional Commission and includes all or parts of Alabama, Pennsylvania, South Carolina, Georgia, Kentucky, Maryland, Mississippi, New York, North Carolina, Ohio, Tennessee, Virginia, and West Virginia. Among the problems common to this region are poverty, inadequate education, under-employment of natural and human resources, and geographical and cultural isolation. State governments, and later the Federal Government, have acknowledged these needs and have undertaken programs to attack these problems on a regional basis.

This ABE special project known as the Appalachian Adult Basic Education Demonstration Center (AABEDC) is centered at Morehead State University in Eastern Kentucky. The project has as its overall objective the improvement of the quality and efficiency of ABE in the Appalachian region. Project units (state modules) have been established in seven states and plans are

being formed for units in three more of the thirteen states. These sub-projects are intended to help carry out the specific objectives of the project. The nine presently in operation are:

1. Alabama - to compare the effectiveness of traditional teaching materials and methods of current ABE reading programs with the perceptascope and other audio-visual materials.
2. Alabama - to develop a mobile ABE center to use for pupils employed or seeking employment in wood product industries.
3. Georgia - to train personnel and develop materials and procedures for effective recruitment and retention of ABE students.
4. Kentucky - to establish an ABE demonstration center, offering a flexible schedule of individualized instruction with full supportive services (including recruitment, transportation, counseling, and work orientation) by coordinating with community agencies.
5. Kentucky - to field test the effectiveness of computer-assisted instruction (CAI) materials and techniques with a functionally illiterate population.
6. Mississippi - to improve teacher effectiveness through research into specific needs for in-service teacher training: (a) a first study found no significant relationships between retention rate and teacher background, professional experience, ABE training or other factors, (b) a second study on relationships between teacher/student attitudes and retention is underway.

7. Ohio - to promote teacher development of "life-centered" curriculum materials; to strengthen student relationships with family, teacher, and community; to develop criteria for evaluation and selection of ABE instructional materials.

8. Virginia - to develop an inservice training program and curriculum with which to train counselor aides (paraprofessionals) to support a current ABE program.

9. West Virginia - to develop and pursue a three-year follow-up study of pupils in a current ABE program in order to provide data for program evaluation, future program design, and a model for other follow-up studies.

Most of the activities within this project are tied into ongoing ABE programs. In all cases the teachers in these programs are paid from other sources while special staff and extra expenses are paid out of the special project funds. The value of this project is in the demonstration of how an increased effort in ABE in a multi-state region can be brought about by a concerted and organized effort of a central staff.

ELEMENTS OF NATIONAL SIGNIFICANCE

(described in Chapter III)

Demonstration of Concepts Which Can Be Utilized Elsewhere

Establishing and Expanding ABE in Selected Regions

7. SPECIAL PROJECT ON JOB-ORIENTED ABE UNIVERSITY OF ARKANSAS

The Arkansas project has emphasized the need for a rural state to provide basic education to its functionally illiterate

adult population in order to help the state make the transition from an agricultural to an industrial base.[5] This program has as its main objective the establishment of an ABE program in areas which heretofore have had none. The project is intended to help to produce a supply of trained and trainable manpower to retain and attract additional industry. The focus of the project has been on gaining cooperation from industry, local government and community groups to help in recruitment of pupils and operation of training centers. This special project was funded in the Summer of 1968 and a director was selected in the Fall of 1968, at which time the program became operational.

After working with and obtaining cooperation from industrial, governmental and community based groups, the staff spent time becoming familiar with the ABE programs in operation in their region. Visitations, attendances at conferences and review of programs was emphasized during this time. Also during this time a five day ABE conference was held at which industrial representatives, ABE teachers and administrators were able to work with resource people, participate in group discussions and learn about new techniques in ABE.

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[5]By 1975, agriculture will cease to be a significant source of employment in this region; indications are that by 1975 employment in agriculture will be less than 1/5 of what it was in 1950. In 1950, over 1/4 were engaged in farming. Should present trends continue, less than 1 in 20 of the labor force will be engaged in agriculture. 1968/69 University of Arkansas Proposal quoting The Ozarks Region, An Opportunity for Growth, U. S. Department of Commerce, Washington, D. C., p. 7.

In January, 1969, the first ABE Center was opened; at the end of the academic year, a total of thirteen sites were in operation. These sites have utilized pre-packaged and programmed materials recommended by Behavior Research Laboratories at Palo Alto, California. This decision has meant a saving in time and money in developing new materials enabling the project to become operational sooner. Utilization of this type of curriculum has also (a) made it possible for new students to enter at any time and (b) made it possible for the teacher to devote a maximum of time individualizing instruction. Curriculum needs still to be investigated for future use would center around such areas as (a) additional materials for use with students who progress rapidly and (b) job-related materials.

Although this project is primarily designed to help improve the situation of the illiterate and functionally illiterate in Arkansas, it is possible for other states with similar problems to profit from the demonstration that this project provides. One of the premises behind this project is the theory that rural poverty feeds the big city slums; therefore, trying to maintain these people in this environment and upgrade their educational and employment levels is important to the urban as well as the rural area.

ELEMENTS OF NATIONAL SIGNIFICANCE
(described in Chapter III)

Demonstration of Concepts Which Can Be Utilized Elsewhere

Establishing and Expanding ABE in Selected Regions

Cooperative Industry - ABE Special Project Approach

Organizational Scheme and Management Plan

CHAPTER III

ELEMENTS OF NATIONAL SIGNIFICANCE

INTRODUCTION

The elements described in this chapter were selected because they seemed to hold promise for improving the presently operating programs in ABE. These elements are presented in two main categories:

1. Materials and methods which can be utilized elsewhere.
2. Demonstration of concepts which can be utilized elsewhere.

In Chapter II the reader will find references in the project summaries to each of the elements of national significance discussed in this chapter.

MATERIALS AND METHODS WHICH CAN BE UTILIZED ELSEWHERE

Methodology for Recruiting ABE Students

Philadelphia:

The Philadelphia OIC project has demonstrated that it is possible to recruit a specified number of pupils from a designated area of a city. The procedures developed can be replicated. The Adult Armchair Education (AAE) project of the Philadelphia OIC will have available the latter part of December 1969 a nine part series giving guidelines for recruitment. This series is entitled Recruiting The Urban Disadvantaged. It is anticipated that there

will be additions to this series as this program progresses and as new guidelines are formulated.

The real significance of this element is the means it provides for personal contact and recruitment and help for the population of persons who need ABE. Briefly, the recruiters first try to identify a home in which to hold a class, then they begin to find trainees on a person-to-person basis for the class. Usually the city block concept is used for recruiting to assure that the trainees will be people from the immediate neighborhood. These procedures will enable ABE directors to extend beyond the small number of needy population who normally enroll in ABE.

The recruiting techniques are applicable to programs other than ABE. The recruiters for this project are paraprofessionals; in this case, persons from the neighborhood who have been given special training in contacting and motivating disadvantaged adults to join orientation groups. The main limitation of the methodology is the non-applicability in localities, such as rural areas or villages which do not have a wide range of adult education programs for the persons who are recruited (e.g., ABE, GED, job training and community programs). On the other hand, the success in the Philadelphia demonstration suggests that potential users should seriously consider this methodology for recruiting.

The cost involved in the Philadelphia special project was $175 per person for recruitment and orientation. This cost included the developmental work which has now been largely completed. Costs for this program without the developmental work would reduce recruitment to $25 per person or $105 per person for a combination of recruitment and orientation.

Curriculum and Class Materials for a Ten-week "Orientation Program" for New Students

Philadelphia:

The Philadelphia project has developed a home-centered program for persons who have been recruited and who will hopefully enroll in a major educational program. It is designed for groups of ten participants who will meet once a week for ten weeks in the home of one member.

This program is designed to interest and motivate participants so that they will enroll in ABE, GED, and job-training available in their locality. In this project, approximately seventy percent of the persons who completed the Adult Armchair Education (AAE) have gone into such educational or training programs. This is nationally significant because it provides a practical means for reducing the high dropout rate that plagues ABE programs. Although it is specifically designed to be used with the recruitment program described in the preceeding item, it can be used for other potential enrollees in ABE.

Whereas the recruitment part of the Philadelphia project (AAE) described above is designed to locate persons and spark their initial interest, this orientation program is designed to obtain commitment of the enrollee to follow through on a substantial educational program. Participants can be at any achievement level between the first and twelfth grade and they can select any one or more of the following subject areas for the ten-week program: consumer education, minority history, community problems, arithmetic, and reading.

Curriculum materials are being developed to the point where they can be utilized by other programs concerned with the education

of the low-income urban adult. By the end of 1969 the following curriculum materials will be available:

1. Trainee Workbook on Consumer Education
2. Trainee Workbook on Minority History
3. Teachers Handbooks to Accompany the Above

Set of Half-Hour TV Programs on ESL for Spanish Speaking Adults

SWCEL:

The University of Arizona under a sub-contract to the SWCEL special project, is developing TV programs for use in the classroom or on public TV stations. The programs are oriented towards persons who have little or no proficiency in English. Besides teaching English, these programs are designed to (1) present useful information on everyday activities such as health, welfare programs, shopping and jobs and (2) motivate the viewer to enroll in educational programs that are available in his locality.

The TV programs are important because they provide a means for directors of ABE programs to reach and help the large population of Spanish speaking adults who are severly hampered by their lack of English, and who are unlikely to enroll in a regular ABE course. The TV programs tend to help break down the reluctance of potential students to enroll in classes. They also provide valuable assistance to ABE teachers who are not proficient in Spanish and who are not familiar with the Mexican-American culture.

These programs have been done professionally in order to meet the standards of public broadcasts as of September 1969.

There are five tapes which have been field tested and are available to other ABE programs. These tapes constitute only a fraction of the planned video-tape ESL program, but they would provide potential users with some material to review in order to determine suitability to their programs. Ten other tapes presently are undergoing final editing. These tapes can be used on TV equipment or motion picture equipment.

Future plans call for a total of thirty video tapes to be available on ESL by Fall 1970. Teaching materials will also be prepared to accompany these tapes. Proposed also for the 1969/70 year is the development of additional TV lessons for classroom and home use; Spanish-language programs emphasizing Mexican-American cultural heritage and English programs which will be directed toward intercultural understanding for the middle class white population.

More statistical data regarding the increase in English proficiency which these materials can foster needs to be obtained after the 30 tapes become available for use.

Workshops on Teaching ESL to Mexican-Americans

SWCEL:

The SWCEL staff has developed workshops and workshop materials for personnel (administrators, teachers and teacher-aides) working in the field of ESL. In order to disseminate this material and expertise the staff can present these workshops to other groups. Groups desiring the presentation of these workshops should be in an area where the need in their ABE programs has the dual focus of:

1. ESL and
2. Cultural Awareness of the Mexican-American

The usual procedure in initiating a request for this workshop presentation is through the state ABE director who, in turn, can contact Dr. Olivero at SWCEL. SWCEL has funding for this type of activity.

These workshops would be particularly helpful for new ESL teachers and directors of ABE programs who are initiating an ESL program. The techniques in the ESL workshops are focused on teaching methods, curriculum and use of teacher aides. The workshops are versatile since they can be condensed into a two-day meeting, can be expanded into a three-credit graduate-level course in adult education or can be used in teacher inservice education.

The three teacher training workshops are designated as Cycles I, II and III. The subject matter of these cycles can be summarized as:

Cycle I - which includes sensitivity training, introduction to the audio-lingual method of language teaching, teacher-teacher aide relationships, planning and preparation of lessons with emphasis on video-tape use, demonstration of teaching techniques and evaluation of workshop.

Cycle II - which emphasizes instruments to use for assessing pre and post achievement in ESL, teaching demonstrations on ESL needed for daily living (directions, job applications, etc.), micro-lab experience in teacher-teacher aide relationships and actual teaching of ESL, and sensitivity training in Mexican and Mexican-American Cultures.

Cycle III- which exposes teachers in training to films (1) emphasizing team teaching with teacher

aides, (2) problems of teaching ESL to Spanish-speaking persons and (3) history of the American Indian. Cycle III also suggests utilizing a visiting consultant who can discuss local industry help; and the participant's understanding of a specific video-taped lesson demonstration is also checked.

One document is available for distribution which would be useful to educational personnel working in an ABE program emphasizing ESL's:

> Pre-Service and In-Service Training Models for Teachers of English as a Second Oral Language (TESOL)/ABE Teachers and Teacher-Aides. Volumes 1 and 2.

A Forty-Six Minute TV Program on ESL Instruction

SWCEL:

The SWCEL staff who developed the ESL workshops have also developed a TV program designed to show the fundamentals of ESL. This program is part of the workshop described above, but can be used alone. It will be particularly helpful to persons who are just organizing a new ESL program. The TV program is available on tape and can be used with TV or movie projection equipment.

This program can provide persons new to ESL with fundamentals and can serve as a review of important items in effective ESL courses to those who have taught in this area previously. A forty-six minute program cannot be a complete discourse on ESL; however, it can be expected to provide useful suggestions. It can be borrowed free of charge through SWCEL.

Information from Center for Mexican-American Education

SWCEL:

The Center for Mexican-American Education has an information-oriented clearinghouse. While this is not specifically a part of the SWCEL ABE special project, readers can take advantage of this service by sending a written request to SWCEL. Presently there are 1500 sources in the clearinghouse. These sources tend to emphasize on-going educational programs (including ABE) for Mexican-Americans rather than research-oriented projects. Presently this service can be offered without charge. References can also be given concerning persons who can consult or speak on specific topics in the Mexican-American education field.

A curriculum library is in the planning stage. When in operation this library could be of help to persons who are initiating or improving an ABE program for Spanish-speaking adults. The library will stress materials pertinent to persons who live in poverty and materials which are relevant to the Mexican-American culture.

Series of Lessons for Five-Day Workshop or Inservice Training for ABE Administrators and Teachers

Texas:

The main conclusion of the survey on ABE Guidance and Counseling (G&C) in Region VII is "that the role of the teacher in guidance program is conceived of as being strategic. It is he who is most frequently interacting with the ABE learner and it is in this process of interaction that the area of mental health is

significantly affected."[1] The conclusion of this survey has been supported in the literature previously. The National Association for Public School Adult Education indicates:

> Whether or not the adult school has a specialized guidance and counseling service, the adult teacher is a key person in guidance... The teacher's unique and central role in guidance arises from the fact that guidance is good teaching. When a teacher is able to appraise the feelings, goals, and aspirations of each student in the class - and the class as a group - the teaching program improves.[2]

Therefore, the first emphasis in the Texas G&C project was on the teacher. This program developed workshop presentations in a ten-lesson packet form for the ABE teacher.

This "Teacher Awareness" Packet contains G&C information, but the primary orientation is on teacher sensitivity and cultural awareness in ABE. The package constitutes a potentially valuable training program for ABE administrators and teachers across the nation. The ten lessons are on the following topics:

Awareness of Human Needs (2 Parts)

Dropouts

Emotional Needs of Adults

Domestic Problems Affecting Performance

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[1] Phase II Report, Guidance and Counseling Project for Adult Basic Education, University of Texas, May 1969, p. 139.

[2] National Association for Public School Education, Counseling and Interviewing Adult Students, Washington, D. C., 1966, p. 12.

Community Structure Impact on Illiterate Adults

Referral Services Available to the ABE Student

Education of ABE Students (2 Parts)

Methods of Placing the ABE Student

Accompanying the lessons are audio-tapes, transparencies (for overhead projection), films and questionnaries. The pre and post tests provided would help in evaluating the success of the program.

Other parts of the package include:

1. Sample of cumulative record folder and examples of possible contents.
2. Bibliography on ABE.
3. Agencies available to help ABE student.
4. Reprints of six papers on ABE.
5. Concrete suggestions for guidance done by the ABE teacher.
6. Evaluation forms to be utilized by participants of the course.

This packet has been used in five workshops with approximately 200 participants. Results from approximately 150 participants indicate that there was significant growth at the cognitive level between pre and post testing. Item analysis has yielded some weak test questions which are being revised. The second edition of the package which includes an improved format and takes into consideration evaluations by participants is due to be released by December 30. Information on cost and packet availability can be secured from the project director.

DEVELOPMENT OF CONCEPTS WHICH CAN EE UTILIZED ELSEWHERE

Coordination Between Public Schools and Other Organizations in Providing ABE.

Washington, D. C.:

The Washington, D. C., special project has developed effective working relationships with eighteen separate city agencies concerned with the disadvantaged adult. This project is a demonstration that (1) working relationships between the public school system and other public or private organizations can be established and (2) other organizations in a city can provide a ready source of students for an ABE program.[3]

The Washington project has demonstrated one means to avoid a common dilemma in programs for disadvantaged adults: on the one hand, public school systems have capabilities in ABE, but find it difficult to recruit students and also find it difficult to supply all of the needs of pupils they do attract. On the other hand, many other organizations have clients with the need for ABE before they can effectively benefit from work training or similar projects. A sharing of resources and expertise can provide a means for both the school system and the host of other community organizations to become more effective.

In essence, the Washington, D. C., school system provides teachers and capability in ABE and the separate agencies recruit students and provide special services such as counseling and

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[3]During the several years prior to fiscal year 1968, ABE was provided to only 1,000 students annually, roughly 0.07% of the number of D. C. residents estimated to need such assistance.

job-placement. In many cases, ABE instruction is provided in a job-related environment that is more familiar to a student than the conventional classroom.

Working Relationships with Local Universities

The Washington, D. C. and SWCEL projects have developed working relationships with universities. These relationships have enabled ABE staff members to receive college credit while involved in teacher in-service training. It has also enabled university staff to participate in curriculum development for ABE projects and has provided an opportunity for local universities to become involved in community programs.

Washington, D. C.:

In Project Go, nine curriculum guides used in the first year of operation have been revised and are being mailed to interested persons. These guides have been developed with the help of a local college. The titles of these guides are: "Consumer Education"; "Nursery Occupation"; "New Numbers"; "Dollar Stretching"; "Looking Ahead"; "English-Our New Language"; "Now Language Program"; "Personal Development" and "Heritage History".

Also being developed in cooperation with a local university are agency reporting forms and pupil achievement scales which have been developed particularly for use with disadvantaged students. At this time the "Ten-Point Scale" for measuring student progress is being used with students at six-week intervals or at the student's time of departure.

SWCEL:

The SWCEL project has developed relationships with universities through subcontracting. This has enabled SWCEL to administer their ABE Special Project with the universities' help in the provision of manpower, materials and facilities. These universities have been able specifically to help SWCEL by producing TV tapes, teaching materials and providing teacher education.

Training and Use of Paraprofessionals

Philadelphia:

The Philadelphia project has made very effective use of paraprofessionals in recruiting and teaching. More than fifty percent of the project staff are paraprofessionals.

The paraprofessionals usually are selected from one of the following three sources:

1. Participants who show leadership potential while attending regular OIC training classes.
2. Persons who apply for employment through the OIC personnel office and are found to have leadership potential of the type needed for paraprofessionals.
3. "Word of mouth" referrals of persons who are known to ABE paraprofessionals or other staff members at OIC.

After recruitment, the paraprofessionals are trained in workshop sessions and this training is continued on-the-job. OIC has plans to package materials pertinent to the workshop training of paraprofessionals; however, final development is not expected until at least the end of the 1969/70 fiscal year.

SWCEL:

The SWCEL project has developed procedures for greater use of paraprofessionals as teacher aides in ESL instruction. These procedures are discussed in a set of workshops for teachers and teacher aides above.

Columbus:

Labor union members who have been students in the ABE program and have shown leadership potential have been chosen as teacher aides (paraprofessionals). Presently four of these aides are utilized in the programmed learning laboratory.

Organization Plan and Management Scheme

Philadelphia:

The organization plan and management scheme used in the Philadelphia special project is a good guide for persons who are in the process of setting up an organization for a demonstration project or action program. Items in the Philadelphia situation that seem particularly worthy of study include career patterns, lines of responsibility, use of paraprofessionals, ties with a parent organization, and cost accounting.

Throughout the country, there is a steady increase in the number of research/demonstration programs and action programs. In many cases the first year or more in each situation produces very few results because of problems and confusion in getting started. The Philadelphia project demonstration can provide valuable guidance to program directors around the country. It can provide suggestions on how to reduce the ineffective early life of a new organization by months or even years.

The development work in the Philadelphia special project got underway smoothly and efficiently because of the organization and management scheme that was used. The opportunities present because of being part of the overall OIC organization seem to have been fully utilized.

The concept of AAE within OIC is one that has the ability to be transferred to other cities. Plans are being formulated in Philadelphia to develop their AAE program into a "working lab" which, accompanied by workshops, would be of specific help in teaching other urban leaders specifics about the program organization and management.

Arkansas:

The combined expertise of the University academic administrator, the administrator of the extension division and the project director were responsible for this ABE project's conception, its statewide acceptance, and its rapid development during the first year of operation.

Labor Union as a Delivery Organization for ABE

Columbus:

The Columbus special project has demonstrated how a labor union can be involved in carrying out an ABE program. It is possible for a union to make three major contributions to an ABE program: (1) recruit and motivate pupils, (2) provide financial resources, and (3) provide staff for aiding teachers and management of the program instruction or program management.

Recruiting students for ABE tends to be a difficult task in any project; however, with the union sponsoring this program

potential enrollees can be constantly exposed to the program by way of placards, by word-of-mouth reports of union participants or graduates of the course, and by union members who also act as teacher aides in the lab. Attrition and attendance problems have been a concern of this project;[4] however, with the union sponsoring the program, follow-up and encouragement by union representatives can help to reduce the incidence of these problems. The union is also in a position to help with flexible scheduling which takes work hours into consideration. Perhaps the best motivation to enroll and participate in this program could result from knowing that several union members who have completed ABE received job promotions.

A labor union represents one of the many organizations that can be brought into ABE programs in an attempt to reach more people and to make programs more meaningful. The Columbus experience is a valuable demonstration because it involved an organization that had no capabilities or particular interest in ABE prior to efforts initiated by this special project.

Pilot Centers for Guidance and Counseling in ABE Programs

Texas:

Two pilot centers on guidance and counseling (G&C) for ABE pupils are being planned for each of the five states of Region VII in 1969/70. These centers will build upon the development work on teacher sensitivity and cultural awareness completed in the first year of the Texas special project. The reports on a

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[4] No compensation was received for participation as a student in this project.

1969 survey of G&C in the five Region VII states will serve as a basis for developing the pilot centers. Each pilot center will be built around an on-going state-supported ABE program. These ten pilot centers will have three main values. First, they will provide G&C to the ABE pupils who are participating. Second, each center will provide training for teachers and counselors in each of the states. Third, the ten centers will serve as a demonstration of new techniques in ABE guidance. G&C can be a very valuable part of ABE, yet ABE directors find it difficult to successfully incorporate this service into their programs.

Establishing and Expanding ABE in Selected Regions

Two special projects (Arkansas & Morehead) have been particularly aimed at the establishment and expansion of ABE in specific geographical areas. Both of these areas are basically rural and need ABE to help lessen problems such as unemployment, under-employment and poverty. The procedures and organization developed in both cases appear to have been successful in initiating an expansion and an improvement in ABE in the designated regions.

Morehead State University:

This special project has concentrated on the improvement of ABE in the Appalachia Region. This development effort has involved working with a large geographical area and with thirteen state education departments. State modules have been utilized to demonstrate new techniques in ABE in such areas as instructional methods, counseling resources, teacher education and follow-up. The Appalachian Adult Basic Education Demonstration Center

(AABEDC) at Morehead, Kentucky, serves as a resource center (for both human and material resources), and as an administrative center and a dissemination center for this project.

Financially the project has not paid for instructors' salaries, but it has provided special staff, consultation and materials to the state-supported ABE efforts and has helped them serve as demonstration projects.

Arkansas:

The Arkansas project has concentrated on establishing ABE programs in areas of the state where there were no basic education programs for adults. The establishment of ABE in these areas of the state has been based on the need to provide better trained manpower in order to attract and to retain industry. The project staff has been aggressive and skillful in this effort; their experiences could be helpful to others planning to expand or establish ABE programs.

Cooperative Industry - ABE Special Project Approach to a State Problem

Arkansas:

The Arkansas project is a demonstration of the ability of the staff of an ABE special project to work with the industries of the state on the problems which become evident when a geographical area is in the process of changing from an agricultural to an industrial base.

The project director worked closely with the management staffs of local industries to determine the educational requirements needed to qualify for promotions and to obtain their cooperation in initiating this special project.

In turn, ABE classes incorporated into their curricula, lessons on work habits which gave immediate dividends to employers. Such factors as absenteeism, tardiness, plant safety, etc., are problems industries seemed to find particularly difficult in this area. Project results show that it is possible to gain support from industry in the form of classroom facilities, time off for pupils and, in some cases, full or partial wages for time pupils spend in the classroom.

CHAPTER IV

FRAMEWORK FOR REVIEWING ABE PROJECTS

INTRODUCTION

The need exists for additional basic research, development and demonstration projects on ABE. TEMPO's experience with ABE indicates some tendency for projects to be spread randomly over a number of areas rather than focus on reasonably narrow topics. This practice could lead to overlaps in some areas while important gaps in our knowledge of effective ABE go unresolved.

In order to facilitate the orderly development of an ABE research, development and demonstration program, it would be desirable for the Division of Adult Education within USOE to develop a framework for identifying areas in ABE where it would be appropriate to sponsor projects. Such a framework would also be useful in classifying proposed projects, those projects currently underway and the results of completed projects. Thus, the framework could be used to help pinpoint areas where projects should be encouraged in the future.

SUGGESTED FRAMEWORK

A suggested framework for reviewing ABE projects is shown in Figure 1. The categories identify each of the column headings or broad topics in ABE on which projects could be carried out. The subcategories relate to the rows which suggest narrower topics in ABE on which projects could be concentrated. The categories and the subcategories provide a basis for identifying requirements and for classifying on-going projects as well as the results of projects of interest to the ABE program. Another way of viewing the framework

Figure 1. Framework for Reviewing ABE Projects

is to consider the categories as defining the broad problem areas involved in ABE and the subcategories as suggesting subproblems in ABE. In this context, all ABE research, development and demonstration projects could be viewed as relating in some way to the overall problems to be solved in ABE. The major categories include:

1. Program Requirements
2. Project Selection
3. Project Design
4. Project Implementation
5. Program/Project Results

Program Requirements

This category is concerned with those topics that relate to defining and meeting ABE program requirements. Basically, the category provides for those projects that relate to measuring the size and characteristics of the ABE target population; determining target population needs and skills; setting ABE program goals/objectives; evaluating alternative approaches to satisfying ABE requirements and estimating the costs of doing so. In addition, the category provides for projects concerned with methods of student and teacher recruitment; desirable teacher attributes and characteristics; job security; and the role of paraprofessionals.

Project Selection

This category is concerned with topics that relate to the problems of actually selecting individual projects to satisfy the requirements of ABE. The projects in this category could include those involved with relating project objectives to program goals; selecting among alternative projects; and project interactions. In addition, the category provides for projects related to the geographical selection

and location of projects; funding requirements and methods and procedures for justifying project selections.

Project Design

This category is concerned with topics that relate to the problems of designing projects to achieve ABE goals and objectives. The projects in this category include those related to the time phasing of objectives; role of project interrelationships in project design; student participation; and curriculum development and design. In addition, the category provides for projects related to preplanning for project evaluation and for eventual project implementation.

Project Implementation

This category is concerned with topics that relate to the problems associated with the actual implementation of ABE projects. The projects in this category include those related to ABE project management and supervision; developing effective delivery systems; instructional materials; project coordination; teacher/student communications; inservice and pretraining systems; and ABE support services. In addition, the category provides for projects related to the allocation of funds and to the conduct of on-going project evaluation.

Program/Project Results

This category is concerned with topics that relate to evaluating the results of projects and in turn the ABE program. Category one focuses on ABE needs and requirements. Categories two, three and four focus on the process of ABE. Category five focuses primarily on results that relate to the enhancement of ABE students. This category includes topics that relate to the development of testing and measurement procedures; selecting measures of project and program

success; student achievement in terms of enhanced reading, writing and computational skills in addition to concepts of social awareness. The category also provides for projects related to factors that affect project and program results; the impact of student participation; and actual project and program costs.

USE OF ABE PROJECT FRAMEWORK

Using the framework in Figure 1, examples of elements of national significance in the seven projects analyzed in this study are categorized as follows:

PROJECT	MATERIALS-METHODS/CONCEPTS	SUB-CATEGORY
Washington, D.C.:	Coordination with non-ABE programs	4.4
Philadelphia, Pennsylvania:	Methodology for Recruiting	1.6
Columbus, Ohio:	Labor Union as a Delivery Organization	4.2
Southwestern Cooperative Educational Laboratory:	Set of Half-hour TV Programs	4.3
University of Texas:	Ten Lessons on G & C for Teachers	4.6
Morehead State University:	Establishing and Expanding ABE in Selected Regions	2.5
University of Arkansas:	Establishing and Expanding ABE in Selected Regions	2.5

There will be questions on the above classifications, but these should be welcomed since they will help clear up contradictory impressions about the projects.

The number of categories and subcategories within the above framework can be easily increased or decreased depending upon the

number of ABE problems identified. The detail shown was selected to merely illustrate how the framework could be used to classify projects in relation to the types of concerns that exist in the ABE program. Obviously, this or any other framework should be continually reviewed and revised. If the scheme in Figure 1 is a first approximation of a good framework, it should elicit enough comments and criticisms from readers to formulate a second approximation.

CHAPTER V

CONCLUSIONS AND RECOMMENDATIONS

The conclusions and recommendations given below are based on TEMPO's review of seven special projects. The study team feels that each item warrants considerable attention; however, the seven projects represent only about one-fourth of the number of projects funded or extended in FY 1969 and more information should be obtained before the recommendations are transformed into definite policy guidelines.

The main focus of the TEMPO effort was on identifying elements of national significance and, consequently, most of this report is devoted to that topic. The amount of evidence presented in the report to support each conclusion is limited.

CONCLUSIONS

1. There is pressing need for more development work in ABE. States are limited in their ability to initiate and carry out innovative programs such as those funded under special projects. It is doubtful that the academic research arena would be able to foster such projects either.

2. Useful results are evolving from the present set of special projects. In some cases the results are not in line with initial project objectives, but the results still are useful. There are indications that special projects could be considerably more successful if better guidelines were established.

3. In general, directors of special projects undertake too many activities and have too high expectations of project results. They could be helped by advice from persons who are better aware of other projects or research that is underway elsewhere and are better judges of what is feasible in a particular innovative effort.

4. The "evaluation" component of most special projects needs improvement. This is necessary in order to provide the types of information required on which to base decisions while carrying out projects. The current state-of-the-art in evaluation has developed to the point where substantial improvement in assessments of ABE special projects can be made.

5. There are many similarities among special projects even though the capabilities of project staff vary widely. This suggests that OE could develop common guidelines for the design and administration of special projects. However, it is essential to recognize that success from special projects depends on many elements-realistic objectives, good planning, careful management, and critical evaluation, among others--and all of these need strengthening in the majority of cases.

6. Very little thought is placed on the possibility of and means for replicating the new techniques and methods being developed; little consideration is given to possible differences between the environment of the special project and the environment in places where the techniques being developed might be replicated. Dissemination is recognized as important, but projects suffer from the pull of "action orientation" more than is desirable. We suggest that the term dissemination is not adequate for all the considerations that should be addressed. It is a term that is much used, but it does not seem to encourage the necessary serious thought on replication.

RECOMMENDATIONS

The recommendations section of this chapter is divided into the following categories:

1. Classification
2. Initiation of Projects
3. Supervision
4. Dissemination of Information and Implementation of Innovations into Other Programs
5. Reporting
6. Evaluation

Classification

There should be a recognized framework for classifying, identifying and selecting new special projects. A framework could be particularly helpful in establishing the focus of projects in the planning stage. It should be noted that the basic idea of a framework needs more review and development than was possible in the TEMPO contract effort. The TEMPO framework for classifying projects is given in Chapter IV.

Initiation of Projects

Effort should be made to get new special projects launched more effectively and efficiently. Many ways for accomplishing this can be identified in individual situations, but there are three broad possibilities which are readily apparent. These include (1) funding arrangements so that that projects can start on a pre-arranged date;[1]

[1]The delay in beginning projects due to final funding was of concern in many projects. Selection and retention of staff can be greatly affected by funding delays as can many other factors in the programs. Forward funding might help this situation; also of help might be quicker governmental action on projects whose funding must be negotiated.

(2) OE should establish or designate a center where project staff, especially early in the project, can obtain advice and materials on curriculum, tests, methods, class materials, equipment, etc. and (3) OE staff or other designated persons should provide consultation to directors who have not had previous experience with such projects. It is possible that a maximum funding period of three years is too short, but this cannot be precisely determined until programs funded now have been in operation for three years and have submitted three year final evaluations.

Supervision

Special projects should be more carefully monitored. However, proper supervision would require more staff and additional travel authorization. In this supervisory process, the unique OE vantage point in observing special projects across the nation could be put to use. As the special projects program continues, the monitors should be accumulating data on specific ways in which OE staff could provide additional assistance if more personnel were available.

Dissemination of Information and Implementation of Innovations into Other Programs

Each of the special projects should be carefully reviewed to determine if the entire process for eventual implementation of innovations is complete. This suggested review will identify many important considerations that are not getting proper attention. One aspect in each of two innovations cited in this report will illustrate the need for this review. First, the Philadelphia project has developed valuable techniques for recruiting, but these techniques will not be implemented elsewhere unless the plans for helping to replicate the procedures are greatly expanded. Second, the TV programs being developed in the

SWCEL project will not have widespread use regardless of their quality unless more extensive plans for eventual and widespread use are developed. OE should determine whether or not it has a responsibility in this area and, if so, how this role could be implemented.

Reporting

Reports from project directors should be improved. It would be advisable for OE to provide more guidance in report writing and, in many cases, actually help project directors develop the first few reports. Innovations that cost as much as $1,000,000 to develop should have better documentation than is presently being provided. More of the history of the development process should be recorded and, above all, information of interest to potential users of the innovations should be included. The purpose of special projects should always be kept in mind. National conferences and study reports such as this one by TEMPO can acquaint users with potentially valuable innovations, but there will always be a need for more specific documentation from the actual developers of the innovations.

One session on report writing might be included in conferences such as the June 1969 meeting in North Carolina for Special Project Directors and the OE Staff. This might come under the dissemination area or under special projects administrative requirements. Even a display of "good examples" of reports, whether from ABE or other innovative programs, might help in this effort.

Other conferences such as the Galaxy Conference on Adult Education might also provide a time and place for discussion and consultation on good report writing.

Evaluation

1. OE should initiate an effort to provide more assistance to project directors in the area of evaluation. There should be more attention given to obtaining useful evaluative results from special projects.

In the area of project evaluation TEMPO recommends that effort be given to developing measures of project effectiveness and efficiency. Effectiveness is a measure of the degree to which "end" objectives of projects are accomplished. For example, if the end objective is to increase a person's achievement level in arithmetic, enrollment of the person in ABE classes would be an intermediate objective which should be considered a success only if it leads to an increase in achievement. Efficiency is a measure of the relative cost to achieve the end objective. A project should not be considered highly successful if it accomplishes an objective at a cost much higher than that of alternative projects with the same or similar objectives.

In the context of ABE special projects the measures of effectiveness and efficiency should focus on the objectives of (a) developing and testing innovations and (b) demonstrating the advantages of implementing innovations in on-going ABE programs throughout the nation. Two groups of measures should be developed:

a. The first group of measures should focus on the effectiveness of the innovation in the project setting in which it was developed and on the efficiency of the development work.

b. The second group of measures should focus on the effectiveness the innovation will have when replicated and on its efficiency within the environment in which replication takes place.

The above groupings reflect the fact that the real life environment in which innovations are replicated often differ from the setting in which innovations are developed. Differences between the special project setting and the regular state-supported ABE environment may require that different measures of effectiveness of the innovation be developed if the use of the innovation is to be properly evaluated. The differences that exist between the two environments could also result in different conclusions concerning the relative cost of the innovation. For example, it may be reasonable to spend $500 per pupil per year in a special project to demonstrate a new procedure in ABE instruction. However, if the cost of replicating the procedure should exceed the national average cost of ABE instruction procedures, then the new procedure would not be considered successful (based on a comparison of the relative cost in the R & D setting with the relative cost in the state ABE environment). This difference in cost could cause program administrators not to implement the procedure.

Where development and replication costs differ, it would be necessary to consider the real life effectiveness of the innovation as a part of the evaluation process. This would necessitate using a measure of effectiveness of the innovation appropriate to the on-going program and comparing the cost of the innovation with alternative procedures for achieving the same level of effectiveness. Even through the relative cost of the innovation should exceed the national average, when replicated in on-going projects, the use of the procedure may be justified on the grounds that the effectiveness realized may warrant the greater cost (greater than the national average). In other words the greater cost of the innovation may also be associated with greater effectiveness when compared with alternative procedures requiring outlays that approximate the national average.

The program of special projects is designed to develop innovations that will improve rather than replace current ABE programs across the nation. Consequently, the output of a special project should be judged on how well it will fit into on-going ABE programs and how much the success of current programs will be increased if the innovation is implemented. The development of recruiting techniques in the Philadelphia project can be used to illustrate this concept. An effective recruitment technique could greatly increase enrollment in ABE. The innovations being developed in the Philadelphia project do not emphasize the end objectives of increasing achievement in reading and arithmetic, but rather the intermediate objective of recruiting and motivating ABE pupils. Hopefully, the achievement of the intermediate objectives would lead to large improvements in attaining the end objective.

This contract effort focused on identifying elements of special projects that are successful regardless of the cost or efficiency of the development process. In most cases, the success of innovations in the special project setting (i.e., the observed changes in participants within the special project) was used as the basis for predicting the success of the innovations when replicated. To a lesser extent, the same was true for predicting replication cost. There are several reasons why little information was available for judging the success of special projects in replication and the amount of the replication cost:

a. Little attempt has been made in special projects to relate measures of intermediate objectives such as better "teacher awareness" to end objectives such as improvement in communication and computation skills of pupils. The projects that focus on intermediate objectives lack firm measures of success.

b. Sample data collected on "pre" and "post" pupil achievement levels often involve large variation and bias. It appears that obtaining valid and reliable results in achievement testing in ABE classes is more difficult than in a regular school setting. Variable amounts of time in class, suitability of available standardized tests and period of time between "pre" and "post" testing are factors to be considered when utilizing these results for evaluation.

c. Although overall cost data on special projects are readily available, the data did not permit a determination of (1) costs required in development but not required in replication and (2) costs not charged to the special project because of other funds but which might constitute a cost in replication.

In many cases TEMPO was able to obtain pupil data on participants in the special project that showed "significant improvement" using conventional statistical procedures, but these tests where frequently misleading. First, the "improvement" could not be related to the innovation that was being developed and demonstrated. Second, further analysis often showed that either the "pre" or "post" data were severely biased with respect to the measure of effectiveness that was most relevant for judging success. None of the seven special projects had an evaluation design that included a proper control group.

It is not possible within the scope of this report to outline an all-inclusive set of measures for judging the success of special projects or the success of innovations when replicated. With the current state-of-the-art in evaluation, it is necessary to apply a large amount of ingenuity to accomplish meaningful evaluation. See Appendix A for an example of an evaluation technique using the Philadelphia OIC special project as an illustration.

2. Longitudinal evaluation is difficult under the present method of project funding; it is also difficult to evaluate this type of population over a number of years because of their transitory nature and history of non-response in typical questionnaire follow-up evaluations.

However, there is a need to determine how ABE has affected long-range objectives of the overall educational program. Are graduate ABE pupils employed rather than on public assistance; is their employment for longer periods than previously; does the ABE program affect the progress of graduates' children in education, etc.? In order to answer these questions, it would be necessary to follow-up ABE graduates for a period of three to five years rather than for a period of ten weeks or a year while they engaged in a specific ABE program.

This type of evaluation would require more funds than the short-term evaluation since personal contact would be the most practical way of follow-up. The structured interview situation would elicit better results than a typical mailed questionnaire.

Choosing a sample of participants from special projects which had demonstration components and comparing their progress with that of a sample of persons who (a) were eligible for ABE and did not participate or (b) were in regular ABE programs, would yield factual data on the benefit of funds expended on innovation.

APPENDIX

APPENDIX A

ILLUSTRATIVE APPROACH TO EVALUATION UTILIZING THE PHILADELPHIA OIC RECRUITING METHODS

The recruiting methods employed in the Philadelphia OIC project provide a useful basis for a case study in developing an ABE evaluation scheme. First, the methods illustrate a typical situation in which no simple statistical test will suffice even if data on participants were available. Second, it provides a vivid example of the need to address national commitment and basic goals in ABE in order to make a proper evaluation. Third, it is an example where an initial review of project results tends to give a biased picture of the relative magnitudes of costs and effectiveness. The scheme presented in the next section will be helpful as an illustration of possible evaluation approaches.

The evaluator should always try to bring cost into the measure of success but this should be done in a way that will not result in unwarranted criticism of the original goal. In short, overlooking cost is dangerous; on the other hand, introducing cost can also be dangerous.

Regarding the Philadelphia project, the cost measure should be expressed in terms of cost per person "recruited." Whereas cost data are easy to define, the number of persons recruited is more arbitrary and could include:

1. Number of persons contacted.
2. Number of persons who participated in one or more discussions.

3. Number of persons who completed the ten-week Adult Armchair Education (this in turn could be defined as having attended 1, 2, 3, ..., or 10 sessions).

4. Number of persons who went into a regular Adult Education or Training (Ed/Trn) Program after AAE, ABE, GED, skill training, etc.

Since the basic purpose is to recruit persons for a regular adult educational program, the last choice seems best and we suggest the following expression for cost:

$$(1)\ \text{Cost} = \frac{\$\ \text{Spent}}{\text{No. of persons going into an Ed/Trn Program}}$$

A careful review of the OIC project indicates that the cost of replicating the recruiting methods developed is in the neighborhood of $105 per person. However, this figure is misleading, as we shall soon see. In order to have a relevant measure of success the cost defined above should be compared with a measure of effectiveness.

Effectiveness should be measured in terms of: (1) number of persons recruited and (2) amount of benefit a person receives. Part (1) has been included in the measure of cost, so we can concentrate on the second measure. If both cost and effectiveness are measured in terms of "number of persons going into an educational training program", it will be possible to compare the two directly and thereby have a meaningful measure of success.

Effectiveness per person could be measured in the context of one of the following two basic premises:

1. The person recruited would not have gone into ABE (or other training) if this recruitment program were not in operation. Furthermore, the yearly cost per pupil in ABE would not have been spent because no one else would have "taken his place" in an ABE class.

2. The person recruited is the same person who would have come anyway or he is enrolled instead of another person whom we will identify as "a typical enrollee in ABE".

We will not outline a precise measure for the first premise, since analysis of a commitment to enroll more pupils would require an entire report in itself. Briefly, the analysis in support of the first premise would have to include all of the factors that could follow a pupil's involvement in ABE such as: (a) the probability of higher employment and wages, (b) better use of opportunities in other public programs, (c) improved family health and welfare, (d) increased opportunities for the pupil's children and (e) greater awareness of how to attain a fuller life.

The measure of effectiveness for the second premise above is conceptually much easier to formulate and numerical data could be obtained, if time permitted. For the purposes of this report it is necessary to develop some assumptions and present a general perspective with respect to the problem of ABE evaluation.

The typical pupil in ABE is quite likely to drop out before the year is finished and if he does stay through the first year, he

is not likely to participate for a second and third year [1]. Although no firm data are available, let us assume that the average gain in achievement for a typical enrollee in ABE during the time he stays in the project is .75 grade years and that the average cost per pupil $100. The pupil who is well motivated and persistent can be expected to gain 2.0 grade years in both reading and arithmetic in one year of ABE: however, this person is not a typical enrollee.

A possible measure of effectiveness for an ABE program in which there is no special recruitment effort is

$$(2)\ \text{Effectiveness} = \frac{+\ 0.75 \text{ grade years}}{\text{Total ABE enrollment}}$$

The person who is recruited and goes through a special program like the Philadelphia OIC which is designed to increase motivation and understanding should follow a different pattern, i.e., he should be less likely to drop out; he should be more likely to go on for a second and third year; he should have better attendance; and the higher motivation should result in a higher rate of learning. This assumption is not likely to be valid for persons who are recruited, but not given a special program to facilitate developing an understanding of and motivation for further education.

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[1] Data submitted to the Office of Education in the form of state reports for fiscal year 1966 show that approximately 19% (some 70,000) of the 377,660 adults enrolled in ABE classes left the program before achieving an education at the elementary level. The causes for separation most frequently reported by states were (a) conflict between employment hours and class schedule, (b) health, (c) transportation and (d) child care.

For illustrative purposes the assumption is made that for participants in the Philadelphia OIC project, the average increase in achievement is 1.5 grade years per year and the average length of stay in ABE is two years or a total increase in achievement of 3.0 grade years over the two year period. This means that:

$$(3)\ \text{Effectiveness} = \frac{+3.0 \text{ grade years}}{\text{Total ABE Enrollment}}$$

With the above, we can construct the following table that would be relevant for measuring success:

MEASURE	WITHOUT RECRUITMENT PROGRAM	WITH RECRUITMENT PROGRAM
Effectiveness	+ .75 grade years (see equation 2)	+3.0 grade years (see equation 3)
Cost	$100 (average expenditure per pupil per year)	$305 ($105 for recruitment, as in equation 1, plus $100 for each of two years ABE)
Ratio	$\frac{+.75}{100}$ = .0075 (or $150 per grade year)	$\frac{+3.0}{305}$ = .009 (or $102 per grade year)

This data provides a convenient way to judge the "recruitment program" and avoid some of the imponderables concerning benefits from ABE. The project would be judged as successful because the effectiveness is increased by a factor of 4 (3 vs. .75) and the cost is increased by a factor of only 3 (305 vs. 100). As a result the cost per grade year is $48 less under the program with recruitment than under the program without recruitment. We have deliberately avoided the term cost/benefit

ratio even though the ratios in the table imply that meaning. Cost/benefit is a very useful concept, but it frequently elicits more questions than can be answered in a report such as this one.

There are many refinements in the way of probabilities and secondary conditions that would have to be included before a final judgment is made on the success of the Philadelphia project. Furthermore, the value of recruiting the really hard core should be considered in measuring project success. Estimating the value of recruiting the hard core is a legitimate part of evaluation, but it is beyond the scope of this study.

In addition to the above there is another element of efficiency that should be considered. Just as "no recruitment" is an alternative to the Philadelphia scheme there are other alternatives that should be considered: Would a five-week or fifteen-week program be better? Should recruiters select areas and persons who are more prone to go into ABE rather than into other types of training?

An analyst might, at first, feel inclined to apologize for the complex argument and for the questionable assumptions that appear above. However, we urge the reader to consider two basic facts. First, helping the disadvantaged adult and judging results are inherently complex tasks; there is no magic in statistics, economics or related disciplines that will allow this complexity to be set aside. Second, we are in a situation where data are scarce and of poor quality; but we should fight against discouragements in undertaking and improving evaluations. Even though the assumptions might be tenuous, the framework provided above is a step in the right direction.

At the very least, we hope the reader will appreciate the necessity for large amounts of ingenuity as well as second principles of evaluation when contemplating measures of success for ABE special projects.

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